

## INTRODUCTION

The Bureau of Land Management (BLM) is committed to providing opportunities for meaningful participation in resource management planning processes. Effective planning processes provide opportunities for the public to become involved early, to comment on draft land use plans, and to ensure that the BLM has met the provisions of the National Environmental Policy Act (NEPA). The BLM has maintained an ongoing public participation process. Examples of these efforts include:

### VISIONS KIT

The first document produced as part of the scoping process was a Visions kit, designed to elicit a wide range of ideas regarding Monument management. It described Monument landscapes, laid out a set of guiding principles, and provided a worksheet for recording ideas. The worksheet allowed individuals to list what they valued about the Monument, what purposes the Monument should serve, what services nearby communities should provide, and other concerns. More than 2,000 visions kits were returned during the scoping phase of public involvement. These comments were summarized and provided to the public in Update Letter No. 5.

## SCOPING WORKSHOPS

Fifteen scoping workshops were held between August and October 1997 in Utah, Colorado, New Mexico, Arizona, Nevada, California and Washington, D.C. Each workshop began with an introductory overview of the Monument and the planning process, then participants broke into smaller facilitated groups. In these smaller groups, members used the visions kit to record their ideas and concerns. More than 1,100 people attended the workshops. Chapter 5 of the Draft Management Plan/Draft Environmental Impact Statement (DMP/DEIS) listed the locations and attendance at the workshops.

## SCIENCE SYMPOSIUM

In November of 1997, the BLM, the Utah State Advisory Council for Science and Technology, and Southern Utah University sponsored *Learning from the Land - a Science Symposium* in Cedar City, Utah. Scientists were invited to share information about the natural and cultural history of the Monument. Over 200 people attended the symposium. The information provided by the scientists was used by the BLM in the development of the Monument Management Plan.

## MANAGEMENT STRATEGIES AND SCENARIOS

The BLM kept the public involved in the development of the Management Plan between the scoping workshops and publication of the Draft Management Plan/Draft Environmental Impact Statement (DMP/DEIS) by the development of management strategies and scenarios. Management scenarios were short descriptions of the general approaches that would guide management actions in each alternative. Each scenario had a different emphasis, which resulted in actions that varied between the alternatives. These scenarios were meant to provide the philosophy and direction for each alternative. The public was invited to comment on draft strategies in Update Letter No. 6. The resulting scenarios were introduced in Update Letter No. 7. They provided the framework for refining the alternatives presented in the DEIS.

## DRAFT PLAN COMMENTS

In addition to printed copies, this Plan was available for review through the Monuments website and on CD-ROM in efforts to reduce paper used in printing. Approximately 2,500 printed copies and 700 CD-ROMs were distributed.

More than 6,800 comment letters on the DMP/DEIS were received by March 15, 1999. About 65 percent of the comments were mailed to the planning office. Thirty percent were received by electronic mail, with the remainder

coming by fax or delivery at open house sessions. Chapter 5 of this document describes the comment response process.

### **DRAFT PLAN OPEN HOUSE SESSIONS**

Thirteen open house sessions were held between December 1998 and January 1999 in Utah, Colorado, New Mexico, Arizona, California, and Washington, D.C. The dates and locations of the open house sessions were announced in the November 12, 1998 Federal Register (Vol. 63, No. 218, pages 63327-63329), in local media sources for the city or town where the meetings were held, on the Monument homepage, and in Update Letter No. 9.

Each open house session began with an introductory video tape presentation of the Monument planning process and DEIS alternatives. Then participants were encouraged to visit with Planning Team members regarding their questions about the DEIS. More than 1,000 people attended the open house sessions.

#### **Open House Session Locations, Dates, and Attendance:**

- C Kanab, Utah, 12/1/98, 92 attended
- C Albuquerque, New Mexico, 12/1/98, 72 attended
- C Escalante, Utah, 12/3/98, 69 attended
- C Denver, Colorado, 12/3/98, 109 attended
- C Salt Lake City, Utah, 12/8/98, 219 attended
- C Tropic, Utah, 12/8/98, 83 attended

- C San Francisco, California, 12/10/98, 94 attended
- C Big Water, Utah, 12/10/98, 52 attended
- C Orderville, Utah, 1/5/99, 19 attended
- C Panguitch, Utah, 1/5/99, 12 attended
- C Flagstaff, Arizona, 1/7/99, 102 attended
- C Cedar City, Utah, 1/7/99, 43 attended
- C Washington, D.C., 1/12/99, 78 attended

### **UPDATE LETTERS**

From May 1997 through June 1999 ten Planning Update Letters were sent to approximately 4,000 people on the mailing list, distributed to visitors, and posted on our homepage on the World Wide Web. The purpose of the letters was to keep the public informed and involved throughout the planning process. The update letters contained information on how to become involved in the planning process, identified preliminary planning criteria, announced the call for Areas of Critical Environmental Concern and Wild and Scenic River nominations, summarized comments from scoping, identified planning issues, outlined management scenarios, summarized the DEIS open house sessions and comments.

### **INTERNET HOMEPAGE**

The BLM also maintains a homepage at [www.ut.blm.gov/monument/](http://www.ut.blm.gov/monument/) which contains Monument news and events, visitor information, education and research opportunities, and planning information. The homepage also provides an electronic mail link to the planning

office. The website has averaged 1,100 hits per month. Over 30 percent of the responses to the Draft Plan were delivered through the Monument electronic mail address. The entire DEIS was available on the homepage in digital and downloadable formats.

### **INFORMATION MEETINGS**

The BLM established regular opportunities for interaction with state, local and tribal officials. State, county, and municipal officials have participated in extensive and regular information meetings. Planning Team members have also attended many tribal government meetings, in order to consult with tribal officials regarding the Monument planning process. The Monument Manager has directed staff to be available for requests from organizations to attend informational meetings. The Manager and staff have attended dozens of such meetings throughout the Nation and region to discuss the Monument planning process and to foster continuing public involvement.

### **INTERGOVERNMENTAL COORDINATION**

Since Grand Staircase-Escalante National Monument is the first BLM Monument, the BLM sought the advice of other agencies managing areas of National significance. These sessions provided valuable information on involving the public and other lessons learned from their planning efforts.

To more fully include the State of Utah in the planning process, Secretary of the Interior Bruce Babbitt invited Governor Leavitt to nominate members to the Planning Team. The Governor proposed five professionals who became part of the Planning Team. These professionals include a geologist, paleontologist, historian, wildlife biologist, and a community planner. In addition, the State of Utah Automated Geographic Resource Center provided support through a cooperative agreement.

As mentioned above, the BLM consulted with tribal officials throughout the planning process via information letters, telephone calls, meetings, and field trips. The BLM also conducted consultation on BLM projects, Native American Graves Protection and Repatriation Act, and potential interpretive topics and perspectives. This consultation effort will continue into the implementation of this Plan.

### FEDERAL REGISTER NOTICES

The following *Federal Register* Notices were published, announcing important aspects of the Plan preparation:

- C *Federal Register* (Vol. 62, No. 130, pages 36570-36571) July 8, 1997 --- Notice of Intent to Prepare a Management Plan and Environmental Impact Statement
- C *Federal Register* (Vol. 62, No. 141, page 39534) July 23, 1997 --- Notice of Intent to Prepare a Management Plan and Environmental Impact Statement: Correction [telephone number correction]

- C *Federal Register* (Vol. 62, No. 147, page 41074) July 31, 1997 --- Notice of Public Involvement and Scoping Opportunities for the Grand Staircase-Escalante National Monument Management Plan and Associated Environmental Impact Statement
- C *Federal Register* (Vol. 63, No. 31, pages 7820-7822) February 17, 1998 --- Call for Information on the Grand Staircase-Escalante National Monument Management Plan Regarding Areas of Critical Environmental Concern (ACEC) and Wild & Scenic Rivers (WSR)
- C *Federal Register* (Vol. 63, No. 218, pages 63327-63329) November 12, 1998 --- BLM Notice of Availability of the Grand Staircase-Escalante National Monument Draft Management Plan and Associated Draft Environmental Impact Statement
- C *Federal Register* (Vol. 63, No. 220, pages 63729-63730) November 16, 1998 --- EPA Environmental Impact Statement No. 980457 - Notice of Availability of the Grand Staircase-Escalante National Monument Draft Management Plan and Associated Draft Environmental Impact Statement
- C *Federal Register* (Vol. 64, No. 31, page 7905) February 17, 1999 --- Notice of Extension of Public Comment Period

### PLANNING CONSISTENCY

The Federal Land Policy and Management Act (FLPMA), Title II, Section 202, directs the BLM to coordinate planning efforts with Native American Indian tribes, other Federal departments, and agencies of state, and local governments. To accomplish this directive, the BLM is directed to keep apprised of state, local, and tribal land use plans, assure that consideration is given to those state, local and tribal plans that are relevant in the development of land use plans for public lands; and to assist in resolving, to the extent practical, inconsistencies between Federal and non-Federal government plans. The section goes on to state in Subsection(c)(9) that *Land use plans of the Secretary under this section shall be consistent with State and local plans to the maximum extent he finds consistent with Federal law and the purposes of this Act.*<sup>6</sup> The provisions of this section of FLPMA are echoed in Section 1610.3 of the BLM Resource Management Planning regulations.

On December 3, 1997 the Planning Team Coordinator mailed a letter to all known affected governmental jurisdictions requesting access to their most current official policy and planning guidance. The letter also requested a copy of any formally adopted plan that should be considered during the development of the Monument Management Plan. A follow-up letter dated

April 7, 1998 encouraged the same jurisdictions to carefully review the management strategies released in the April 1998 Update Letter No. 6, and to comment on any perceived inconsistencies with their plans.

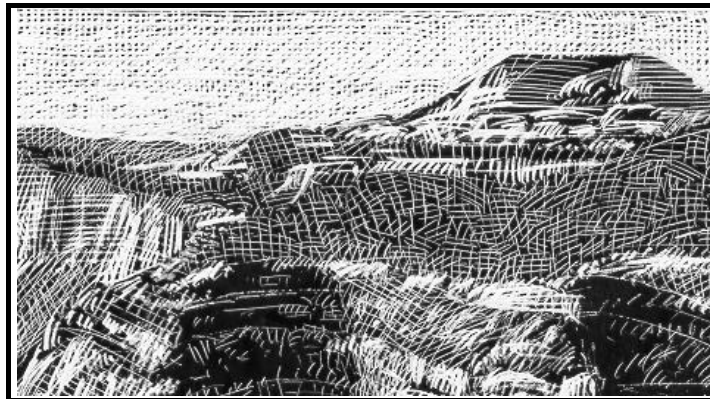
A six-person group of planning team members reviewed available Federal, State and local plans relating to Monument lands. That group reviewed ten municipal plans, two county plans, two regional plans, 16 Utah State agency plans, and 8 Federal agency plans listed in Chapter 5 of the DEIS. No major inconsistencies were identified between the DEIS alternatives and the plans reviewed.

Six comments to the DEIS included concerns regarding consistency with other land use plans. These comments came from the two counties, three Federal agencies, and the Kane County Water Conservancy District. Table 4.1 identifies the applicable land use plan, lists the issues or conflicts identified, and includes a response to each issue or conflict.

Since the publication of the DMP/DEIS, a few additional plans that apply to Monument management were adopted by various agencies. These documents were reviewed and no inconsistencies were identified, and the remaining jurisdictions have raised no concerns regarding inconsistencies.

The additional plans evaluated since the publication of the DMP/DEIS are:

- C Utah Division of Wildlife Resources  
Strategic Management Plan for Bighorn Sheep (November 12, 1998)
- C Utah Division of Wildlife Resources  
Strategic Management Plan for Cougar (March 17, 1999)
- C Utah Division of Wildlife Resources  
Strategic Management Plan for Wild Turkey (November 12, 1998)
- C United States Fish and Wildlife Services  
Utah Field Office Guidelines for Raptor Protection from Human and Land Use Disturbances (January 1999)



**Table 4.1**  
**Plan Consistency Review**

Name of Plan	Consistency Issue/Concern	Consistency Finding	Discussion
<b>Federal Land Use Plans</b>			
U.S. Department of Agriculture Dixie National Forest Land and Resource Management Plan (September 1986, amended 1995)	The proposed Monument management zones are inconsistent with the Dixie National Forest's Land and Resource Management Plan allocation decisions of the MA1 (Developed Recreation), MA6A (Livestock Grazing) and MA7A (Wood Production and Utilization) zones adjacent to Caanan Mountain. (Letter 5300)	Consistent	The BLM has not identified any activities on the National Forest that would be constrained due to the proposed zone configurations in the vicinity of Caanan Mountain. The proposed management zones were established by considering dominant terrain, transportation systems, use patterns, sensitive resources, and existing land disturbances. Livestock grazing is allowed in all zones. Commercial timber harvesting is not allowed in any zone. The road network necessary for the Forest Service to access wood production zones is left intact.
U.S. Department of Energy Western Regional Corridor Study (1992)	The Western Regional Corridor Study was formally endorsed by the BLM in 1993. The Study identifies the Sigurd-Glen Canyon transmission line alignment in Cottonwood Canyon as a strategic corridor, which was not identified in the DMP/DEIS. (Letters 5769, 6369, 6589)	Consistent	The Western Regional Corridor Study was taken into consideration in the development of the Proposed Plan. It is important to note that the study is not a decision document, rather it is a document which the BLM committed to use as a reference when considering land use decisions. Given the purposes outlined in the Proclamation, designating utility corridors in these areas is not considered appropriate. Existing rights-of-way will be respected. Requests for additional rights-of-way will be considered on a case-by-case basis after site specific environmental analysis and a determination of conformance with the Monument Management Plan.
U.S. Department of the Interior Bryce Canyon National Park General Management Plan (1987)	The Yellow Creek and Jim Hollow Roads should be designated as Administrative Use due to unauthorized ATV use in southwestern willow flycatcher habitat. (Letter 6508)	Partially Consistent	The use of the Yellow Creek and Jim Hollow Roads was coordinated with Dixie National Forest, which is planning an ATV route on these roads. The National Forest is the land management agency adjacent to the Monument in this location, and the agency upon which these roads terminate.
U.S. Department of the Interior Capitol Reef National Park Draft General Management Plan (March 1998)	The Capitol Reef General Management Plan classifies the Burr Trail Road as ADirt - All-Weather Two-Wheel Drive.® The classification given to the Burr Trail Road inside the Monument should match the classification given by the National Park Service. (Letter 6508)	Partially Consistent	The Burr Trail Road inside the Monument is subject to a valid RS 2477 right-of-way held by Garfield County. Classification of the road would be governed by the RS 2477 right-of-way. Currently the road is an all-weather, 2-wheel-drive hard-surfaced road.
	A road in the Circle Cliffs area shown as open to ATV use in the Monument loops through the National Park, where ATVs are not allowed. The road should allow only street-legal vehicles which must remain on the road. (Letter 6508)	Consistent	This Plan would close this route leading into Capitol Reef National Park to ATV use.

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<b>Name of Plan</b>	<b>Consistency Issue/Concern</b>	<b>Consistency Finding</b>	<b>Discussion</b>
U.S. Department of the Interior Glen Canyon National Recreation Area General Management Plan (July 1979)	The proposed Primitive Zone abuts the NRA Recreation and Resource Utilization (R&RU) zone near Big Water to Rock Creek. The R&RU zone allows mineral development, historical uses, and special uses such as filming. This may create use conflicts. (Letter 6508)	Consistent	The Monument boundary near Big Water to Rock Creek typically follows a major cliff line which divides the Monument from the National Recreation Area. Recreation Area R&RU zone uses would not conflict with the Monument Primitive Zone uses due to the major terrain separations involved. In addition, activities such as minimum impact filming, grazing and other uses can still occur in the Primitive Zone. To the extent that valid existing rights exist in that zone, mineral development may also occur.
	The proposed Passage Zone off the Hole-in-the-Rock Road leading to the NRA boundary allows ATVs and rudimentary facilities which may conflict with the NRA Natural zone which emphasizes isolation and natural processes. (Letter 6508)	Partially Consistent	This Plan closes these routes leading into Glen Canyon National Recreation Area to ATV use. Rudimentary facilities along these roads could include signs or barriers to better delineate parking areas to trailheads.
	The Smoky Hollow, Smoky Mountain (below Kelly Grade) and Croton Roads are located in erosion prone soils, and should be closed to ATV use. (Letter 6508)	Partially Consistent	The Croton Road would be closed to ATVs in this Plan. The Smoky Hollow and Smoky Mountain Roads would remain open to ATV use within the existing road surface. Use off-road that could contribute to erosion would be prohibited, and maintenance of these roads would be done to prevent or minimize erosion.
<b>State and Local Land Use Plans</b>			
Garfield County, Utah General Plan (March 13, 1995, as amended)	The consistency requirements of FLPMA, NEPA, and their implementing regulations, regarding the County's plan, must be fully complied with by the BLM (Garfield County, Utah General Plan, Page 6-9). (Letters 1301, 6525, 5426, 6206)	Consistent	This Plan and the DMP/DEIS recognize the FLPMA mandate to keep apprised of State, local, and tribal land use plans; assure that consideration is given to those State, local and tribal plans that are relevant in the development of land use plans for public lands; and to assist in resolving, to the extent practical, inconsistencies between Federal and non-Federal government plans. This Plan reflects efforts to resolve inconsistencies within the constraints of Federal law and regulation.
	To develop an adequate transportation plan, the BLM must resolve conflicts concerning RS 2477 roads (Garfield County, Utah General Plan, Page 6-12). (Letters 6525, 6365)	Partially Consistent	Monument managers initiated a series of discussions with Garfield County officials regarding a transportation system acceptable to both the BLM and Garfield County in order to resolve RS 2477 conflicts. Negotiations had not resulted in an agreement at the time this Plan went to press.

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**Plan Consistency Review**

<b>Name of Plan</b>	<b>Consistency Issue/Concern</b>	<b>Consistency Finding</b>	<b>Discussion</b>
Garfield County, Utah General Plan (March 13, 1995, as amended) cont.	If a final resolution of the RS 2477 roads issue is not possible due to litigation or other factors, the Management Plan must, at a minimum, acknowledge and address how and when the County's vested rights within the Monument will be handled (Garfield County, Utah General Plan, Page 6-12). (Letter 6525)	Partially Consistent	Chapter 2 of this Plan includes a section on <b>Transportation and Access</b> . This section states that the Plan designates the route system for the Monument, subject to valid existing rights. It is unknown whether any RS 2477 claims would be asserted and determined to be valid which are inconsistent with the transportation decisions made in the Approved Plan. To the extent inconsistent claims are made, the validity of those claims would have to be determined. If claims are determined to be valid RS 2477 highways, the Approved Plan would respect those as valid existing rights. Otherwise, the transportation system described in the Approved Plan would be the one administered in the Monument.
	The Management Plan must also contain provisions which will allow the County, as the entity most directly responsible and legally liable for road maintenance, law enforcement, and search and rescue activities in a large area of the Monument to carry out these responsibilities in an appropriate manner. This includes recognition of adequate right-of-way widths and the placement of law enforcement and emergency management facilities (Garfield County, Utah General Plan, Page 6-12). (Letter 6525)	Partially Consistent	Chapter 2 of this Plan includes sections on <b>Cooperation with Communities and other State and Federal Agencies, Transportation and Access, and Utility Rights-of-Way and Communication Sites</b> , which address how the BLM will coordinate with county transportation, law enforcement, and emergency management needs. While these sections do not address granting rights-of-way and authorized emergency management facilities, they do address how the Monument will cooperate with communities on law enforcement and emergency issues.
	The Management Plan must provide for range improvements, preservation of current grazing on public lands, maintenance of county water rights, continuation of public land timber harvesting, and consideration and encouragement of mining leases (Garfield County, Utah General Plan Resolutions, pages 6-18 to 6-31). (Letters 6525, 5426, 6206)	Partially Consistent	Chapter 2 of this Plan contains extensive discussions on <b>Livestock Grazing, Water, and Forestry Products</b> . These sections are consistent with the County plan in that they state that grazing would continue to be managed under existing laws and regulations and that forestry product harvesting could continue, by permit, in designated areas, if consistent with overall vegetation management objectives. Water rights are granted by the State of Utah, and the BLM has no authority to change priority dates or affect perfected water rights. The Presidential Proclamation closed the Monument to future mineral entry and leasing, which is at odds with the County plan assertion that mining leases be considered and encouraged. Valid Existing Rights for mining are discussed in Chapter 2.

**Table 4.1**  
**Plan Consistency Review**

<b>Name of Plan</b>	<b>Consistency Issue/Concern</b>	<b>Consistency Finding</b>	<b>Discussion</b>
Garfield County, Utah General Plan (March 13, 1995, as amended) cont.	Garfield County holds that the establishment of the Monument created a new Federal obligation to assist the County in preserving and saving the County's natural heritage and historic uses of the land as they presently exist in and around the Monument (Garfield County, Utah General Plan, Page 6-11). (Letters 6525, 5426, 6324, 6206)	Inconsistent	The creation of the Monument did not create a new Federal obligation to Garfield County. The Federal obligation is that the public lands be managed in a manner that will protect the quality of the scientific, scenic, historical, ecological, environmental, air and atmospheric, water resources, and archeological values (FLPMA); and protection of the objects identified (Proclamation). This Plan includes a <b>Monument Management Direction</b> (Chapter 2) which includes the intent to work with local, State and Federal partners, scientists, and the public at large to insure protection, facilitate scientific and historic research, respect authorized uses, and allow appropriate visitation.
	The County has taken positions on no net loss of private land; on no increases in Federal acreage in the County; on no net loss of AUMs due to designation of the Monument; on the creation of new Federal obligations to reimburse the County for loss of revenues; on the need for community expansion; on the protection of water rights and the development of additional community water sources; against Federal buffer zones outside designated boundaries; and on many other issues which involve socioeconomic and community impacts (Garfield County, Utah General Plan Resolutions, pages 6-18 to 6-31). (Letters 6525, 5426, 6206)	Partially Consistent	Chapter 2 of this Plan describes contains the following sections: <b>Non-Federal Land Inholdings, Cooperation with Communities, and Livestock Grazing</b> . This Plan's treatment of these issues is inconsistent with County positions in some respects, but this inconsistency is considered necessary to meet the requirements of the Proclamation and FLPMA. This Plan discusses circumstances where private inholdings may be acquired or purchased to further the objectives of the Monument Plan, which could be inconsistent with the County plan. The section on <b>Livestock Grazing</b> states that grazing would be managed under existing laws and regulations other than the Proclamation, thus AUMs would not be decreased as a result of Monument designation. Assisting local communities financially is beyond the scope of this Plan. Garfield County has participated in Assistance Agreements with the Department of the Interior (DOI) and remains eligible to negotiate other similar agreements within the constraints of DOI policy. The sections on <b>Cooperation with Communities</b> and on <b>Utility Rights-of-Ways</b> discuss cooperation and infrastructure issues which may be inconsistent with County positions. Water rights are granted by the State of Utah, and the BLM has no authority (and proposes nothing in this Plan) that could affect perfected water rights. No buffer zones are proposed in the Plan.
	County policy is that the lands in the Monument must remain open for multiple use activities including hunting, fishing, hiking, camping, and grazing, as well as for all other grandfathered uses where valid existing rights exist (Garfield County, Utah General Plan, Page 6-12). (Letter 6525)	Consistent	Chapter 2 of this Plan, in <b>Monument Management Direction</b> , states that: "The Proclamation directed that the Monument remain open to certain specific uses under existing laws and regulations. These include valid existing rights, hunting, fishing, grazing and pre-existing authorizations." This direction is consistent with County policy.



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**Plan Consistency Review**

<b>Name of Plan</b>	<b>Consistency Issue/Concern</b>	<b>Consistency Finding</b>	<b>Discussion</b>
Garfield County, Utah General Plan (March 13, 1995, as amended) cont.	Monument staff, both professional and support, should be located as close to the Monument as possible (Garfield County, Utah General Plan, Page 6-16). (Letter 6525)	Consistent	Chapter 2 of this Plan states that <del>A</del> major facilities and the services associated with them would be located outside the Monument in nearby communities. <del>@</del> This direction is consistent with county policy.
	The Management Plan must include provisions for assisting local communities with impact mitigation resulting from the designation (Garfield County, Utah General Plan, Page 6-17). (Letters 6525, 6206)	Partially Consistent	Assisting local communities with impact mitigation is beyond the scope of a land use management plan. Garfield County has participated in Assistance Agreements with the Department of the Interior, and remains eligible to negotiate other similar agreements within the constraints of Department of the Interior policy.
	There are existing needs and there will be future needs to make improvements on lands now included in the Monument. It is critical that the Management Plan and regulations recognize the need for communities to develop new sources of water, including those which might lie within the Monument (Garfield County, Utah General Plan, Page 6-13). (Letter 6525)	Consistent	Chapter 2 of this Plan includes sections on <b>Cooperation with Communities and other State and Federal Agencies</b> , and <b>Utility Rights-of-Way and Communication Sites</b> which address how the BLM will coordinate with county needs. These sections discuss the potential need for infrastructure, and outline areas where they would be considered.
	Tactics to control water or gain water rights by using the Endangered Species Act, instream flow arguments, or other circuitous measures to override existing water rights will be strongly resisted (Garfield County, Utah General Plan, Page 6-13). (Letter 6525)	Consistent	Chapter 2 of this Plan includes a section titled <b>Appropriative Water Rights under State Law</b> which includes the statement: <del>A</del> The acquisition of water rights will be carefully coordinated with the State of Utah and local governments. <del>@</del> The BLM has no authority to change priority dates or override perfected water rights.
	The Management Plan must recognize and include provisions for dealing with possible future development of the coal, oil, uranium, vanadium, copper, titanium, zirconium, and other minerals which may be found to exist (Garfield County, Utah General Plan, Page 6-16). (Letter 6525)	Partially Consistent	This Plan does include provisions for the holders of valid existing rights to exercise these rights. This Plan cannot be completely consistent with this County policy because the Presidential Proclamation closed the Monument to future mineral entry.
	The Management Plan must consider all values and needs without respect to WSA boundaries. The County is opposed to the use of the designation of the Monument as a basis for unilateral wilderness designation (Garfield County, Utah General Plan, Page 6-15). (Letters 6525, 5426)	Partially Consistent	<b>Wilderness Study Areas</b> and <b>The 1999 Utah Wilderness Inventory and Section 202 Planning Process</b> are discussed in Chapter 2. These sections state that <del>A</del> recommendations for Wilderness suitability and additional WSAs are beyond the scope of this Plan. <del>@</del> Existing WSA boundaries are recognized and respected in this Plan, however.

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<b>Name of Plan</b>	<b>Consistency Issue/Concern</b>	<b>Consistency Finding</b>	<b>Discussion</b>
Garfield County, Utah General Plan (March 13, 1995, as amended) cont.	Limiting vegetation manipulation appears to be in conflict with County policy (Garfield County, Utah General Plan, Page 6-27). (Letter 5426)	Partially Consistent	Chapter 2 includes a section on <b>Vegetation Restoration Methods</b> , which states: <b>A</b> wide variety of vegetation restoration methods may be used to restore and promote a natural range of plant associations in the Monument. The <b>Vegetation</b> section also states that non-native plants would not be used to increase overall livestock numbers. Finally, a <b>Restoration and Revegetation</b> section describes the guidelines applied to proposed projects. The objective to achieve a natural range of native plant associations means that non-native forage will eventually be replaced with native forage. While the vegetation restoration policy may be inconsistent with County policy in some respects, it is considered necessary to meet the requirements of the Proclamation.
	Closing access significantly impacts historic and traditional relationships between local communities and surrounding landscapes (Garfield County, Utah General Plan, Page 6-11). (Letters 5426, 6206)	Partially Consistent	Monument managers initiated a series of extensive discussions with Garfield County officials regarding a transportation system acceptable to both the BLM and Garfield County. This Plan retains a transportation system which maintains the primary travel routes between communities.
Kane County, Utah General Plan (June 22, 1998, as amended)	We sustain the Kane County General Plan as the governing document for all public and private lands in Kane County (Kane County, Utah General Plan, Page 108). (Letter 6142)	Partially Inconsistent	The governing authority for managing BLM public lands is FLPMA. It states that <del>the</del> public lands be managed in a manner that will protect the quality of the scientific, scenic, historical, ecological, environmental, air and atmospheric, water resources, and archeological values. <sup>®</sup> Chapter 2 of this Plan includes the intent to work with local, State and Federal partners, scientists, and the public at large to insure protection, facilitate scientific and historic research, respect authorized uses, and allow appropriate visitation.
	The Plan restricts ranching access and should not be implemented without agreement and consent of the affected local governments (Kane County, Utah General Plan, Page 118). (Letter 6142)	Consistent	Chapter 2 of this Plan contains extensive discussions on <b>Livestock Grazing</b> and <b>Transportation and Access</b> . Monument managers initiated a series of extensive discussions with Kane County officials regarding a transportation system acceptable to both the BLM and Kane County. This Plan retains a transportation system which maintains important ranching access.

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**Plan Consistency Review**

<b>Name of Plan</b>	<b>Consistency Issue/Concern</b>	<b>Consistency Finding</b>	<b>Discussion</b>
Kane County, Utah General Plan (June 22, 1998, as amended) cont.	Where conflicts exist between local and Federal plans that are not inconsistent with Federal law and regulations, then the Federal plan must be consistent with local plans (Kane County, Utah General Plan, Page 101). (Letters 1301, 6142, 6206, 6324)	Partially Consistent	The Proposed Plan and Draft Plan/DEIS recognize the FLPMA mandate to keep apprised of State, local, and tribal land use plans; assure that consideration is given to those State, local and tribal plans that are germane in the development of land use plans for public lands; and to assist in resolving, to the extent practical, inconsistencies between Federal and non-Federal government plans. This Plan reflects efforts to resolve inconsistencies within the constraints of Federal law and regulation.
	Limiting the development of water resources appears to be in conflict with county policies (Kane County, Utah General Plan, Page 128). (Letters, 6142, 6206)	Partially Consistent	Chapter 2 of this Plan includes sections on <b>Cooperation with Communities and other State and Federal Agencies and Utility Rights-of-Way and Communication Sites</b> , which address how the BLM will coordinate with county needs. These sections address appropriate areas within the Monument where developments would be considered. The Proclamation clearly mandates that Monument resources be protected and directs the BLM to evaluate the need for water to protect such resources. Limiting development of water resources is considered essential to this requirement.
	The DEIS analysis appears to be in conflict with County policy and the intent and purpose of Federal laws requiring protection of an area's history and culture (Kane County, Utah General Plan, Page 101). (Letters 6142, 6206)	Consistent	Chapter 2 of this Plan includes the intent to work with local, State and Federal partners, scientists, and the public at large to insure protection, facilitate scientific and historic research, respect authorized uses, and allow appropriate visitation. The Plan discusses the protection of historic and cultural resources pursuant to the Proclamation.
	Closing access significantly impacts historic and traditional relationships between local communities and surrounding landscapes (Kane County, Utah General Plan, Page 129). (Letters 6142, 6206)	Partially Consistent	Chapter 2 of this Plan contains extensive discussions on <b>Livestock Grazing and Transportation and Access</b> . Monument managers had extensive discussions with Kane County officials regarding a transportation system acceptable to both the BLM and Kane County. The transportation system described in this Plan maintains important access between local communities and surrounding landscapes.
	Limiting or restricting new or existing public utility rights-of-way appears to be in conflict with County policy (Kane County, Utah General Plan, Page 129). (Letters 6142, 6206)	Partially Consistent	Existing rights-of-way will be respected. Requests for additional rights-of-way will be considered on a case-by-case basis after site specific environmental analysis. This Plan outlines areas where new utility rights-of-way would be considered, consistent with the protection of resources under the Proclamation.

**Table 4.1**  
**Plan Consistency Review**

Name of Plan	Consistency Issue/Concern	Consistency Finding	Discussion
Kane County Water Conservancy District Master Plan (July 1997)	The DEIS did not utilize the Kane County Water Conservancy District Master Plan of July 1997. (Letters 6262, 4890)	Consistent	The Kane County Water Conservancy District Master Plan of July 1997 was carefully reviewed, and is listed on Page 5.3 of the Draft Plan/EIS as one of the numerous plans considered. The review of Chapter 7 (Identified Needs) and Chapter 8 (Description of Alternatives) of the Master Plan did not result in the identification of any potential projects which would be hindered by this Plan.

## COLLABORATIVE MANAGEMENT

The BLM recognizes that social, economic, and environmental issues cross land ownership lines. Extensive cooperation during the planning stage and beyond is also needed to address issues of mutual interest. In keeping with the concepts brought forward in the **Implementation and Adaptive Management** section in Appendix 3, the BLM would also engage in a collaborative management process that would seek to:

- C For innovative partnerships with local and State governments, Native American Indian tribes, qualified organizations, and appropriate Federal agencies to manage lands or programs for mutual benefit consistent with the goals and objectives of this Management Plan;
- C Work with communities, counties, State and other Federal agencies, and interested organizations in seeking nontraditional sources of funding including challenge cost-share programs, grants, in-kind contributions,

and allowable fee systems to support specific projects needed to achieve plan objectives;

- C Place greater emphasis, where appropriate, on contracting with private sector businesses, nonprofit organizations, academic institutions, or State and local agencies to accomplish essential studies, monitoring, or project development; and
- C Increase the use of citizen and organizational volunteers to provide greater monitoring of resource conditions and to complete on-the-ground developments for resource protection, effective land management, and human use and enjoyment.
- C As discussed in Chapter 2, an Advisory Committee would be chartered under the Federal Advisory Committee Act to advise BLM Monument management on science issues and the achievement of management of plan objectives. The group would be comprised of scientists, elected officials, a State or tribal government representative, the environmental community, an educator, and Monument permit holders.

Where it is found to be mutually advantageous, the BLM would enter into cooperative agreements or memorandums of understanding with Federal, State, local, tribal, and private entities to manage lands or programs consistent with the goals and policies of this Management Plan. Such agreements could provide for the sharing of human or material resources, the management of specific tracts of lands for specific purposes, or the adjustment of management responsibilities on prescribed lands. This would be done in order to eliminate redundancy and reduce costs.

Non-profit organizations, citizens and user groups that have adequate resources and expertise could enter into cooperative agreements to assist in the management of public lands in the Monument. Assistance could

include, but would not be limited to, resource monitoring, site cleanups, and the construction of authorized projects.

## **EIS DISTRIBUTION LIST**

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U.S. Government Printing Office  
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    Dixie National Forest  
    Regional Office, Region 4  
Natural Resource Conservation Service  
Department of the Interior  
    Office of Environmental Policy and Compliance  
    Bureau of Land Management  
    Bureau of Reclamation  
    Fish and Wildlife Service  
    Minerals Management Service  
    National Park Service  
        Bryce Canyon National Park  
        Capitol Reef National Park  
        Glen Canyon National Recreation Area  
        Grand Canyon National Park  
        Zion National Park  
    U.S. Geological Survey  
Army Corps of Engineers  
Department of Energy  
U.S. Environmental Protection Agency  
Office of the Solicitor  
Water and Power Resources Service

### **STATE GOVERNMENT AGENCIES**

Arizona State Historic Preservation Office  
Community and Economic Development Strategy Committee  
Utah Automated Geographic Reference Center (ARGC)  
Utah Department of Agriculture  
Utah Department of Community and Economic Development  
Utah Department of Environmental Quality  
Utah Department of Natural Resources  
    Utah Division of Parks and Recreation  
    Utah Division of Air Quality  
    Utah Division of Forestry and Fire Control  
    Utah Division of Water Rights  
    Utah Division of Water Resources  
    Utah Division of Water Quality  
    Utah Division of Wildlife Resources  
Utah Geological Survey  
Utah Governor's Office of Planning and Budget  
Utah State Clearing House  
Utah State Historic Preservation Office  
Utah State Institutional and Trust Lands Administration  
Utah Travel Council

### **INSTITUTIONS OF HIGHER EDUCATION**

Brigham Young University  
Dixie College  
Northern Arizona University  
Southern Utah University  
University of Utah  
Utah State University Extension Service  
Utah State University

### **TRIBAL GOVERNMENTS AND GROUPS**

Hopi Tribe  
Navajo Nation  
    Historic Preservation Office  
    Bodaway & Gap Chapters Navajo Nation  
    Cameron Chapter Navajo Nation  
    Kaibeto Chapter Navajo Nation  
    Lechee Chapter Navajo Nation  
    Oljato Chapter Navajo Nation  
Paiute Tribes of Utah  
Kaibab Paiute  
San Juan Paiute  
Zuni Tribe  
Zuni Tribe Cultural Preservation Office

### **LOCAL GOVERNMENTS AND COMMISSIONS**

Alton Town Council  
Antimony Town Council  
Big Water Town Council  
Boulder Town Council  
Cannonville Town Council  
Escalante Town Council  
Glendale Town Council  
Hatch Town Council  
Henrieville Town Council  
Kanab City Council  
Orderville Town Council  
Panguitch City Council  
Tropic Town Council  
Beaver County, UT Board of Commissioners

Coconino County, AZ Board of Supervisors  
 Garfield County, UT Board of Commissioners  
 Grand County, UT Board of Commissioners  
 Iron County, UT Board of Commissioners  
 Kane County, UT Board of Commissioners  
 Mojave County, AZ Board of Supervisors  
 Wayne County, UT Board of Commissioners  
 Washington County, UT Board of Commissioners  
 Color Country Resource Conservation and Development Council  
 Five County Association of Governments  
 Kane County Water Conservancy District  
 Washington County Water Conservation District  
 Wide Hollow Water Conservancy District

#### **NON-GOVERNMENT ORGANIZATIONS**

The Access Fund  
 American Association for the Advancement of Science  
 American Canoe Association  
 American Fisheries Society, Bonneville Chapter  
 American Hiking Society  
 American Horse Protection Association  
 American Lands Access Association, Inc.  
 American Mining Association  
 American Motorcyclist Association  
 American Outdoors  
 American Petroleum Institute  
 American Recreation Coalition  
 American Rivers  
 American Whitewater Affiliation  
 Audubon Society  
 Backcountry Horsemen of Utah  
 Black Diamond Equipment, Ltd.  
 Blue Ribbon Coalition  
 California Association of 4WD Clubs, Inc.

Council on Utah Resources  
 Defenders of Outdoor Heritage  
 Defenders of Wildlife  
 Dixie Geological Society  
 Ecological Society of America  
 Environmental Defense Fund  
 The Environmental Law Institute  
 Escalante Cattlemen's Association  
 Friends of the Earth  
 Forever Resorts  
 Garkane Power Association  
 Grand Canyon Trust  
 Good Earth  
 Helicopter Association International  
 The International Association of Fish and Wildlife Agencies  
 International Mountain Biking Association  
 Izaak Walton League  
 Kampgrounds of America  
 Kanab Cattlemen's Association  
 Kanab/Escalante Livestock Permittees  
 Mineralogical Society of America  
 Mountain Recreation  
 National Association of RV Parks and Campgrounds  
 National Association of Counties  
 National Council of Public Land Users  
 National Farm Bureau  
 National Geographic Society  
 National Mining Association  
 National Outdoor Leadership School  
 National Parks and Conservation Association  
 National Parks and Recreation Association  
 National Stock Growers Association  
 National Trust for Historic Preservation  
 National Wildlife Federation  
 Natural Resources Defense Council  
 Natural Areas Association

Nature Conservancy  
 Oregon Environmental Council  
 Outdoor Recreation Coalition of America  
 Outward Bound  
 Pacific Legal Foundation  
 Paleontological Society  
 Professional Paddlesports Association  
 Public Lands Council  
 Public Lands Foundation  
 Raptor Research Foundation  
 Recreation Vehicle Industry Association  
 Rocky Mountain Elk Foundation  
 Rocky Mountain Center on Environment  
 Save Our Canyons Committee  
 Sierra Club  
 The Soaring Society of America, Inc.  
 Scenic America  
 Society for American Archaeology  
 Society for Range Management  
 Society of Vertebrate Paleontology  
 Southern Utah Wilderness Alliance  
 Sporting Goods Manufacturers Association  
 Trout Unlimited  
 Trout Unlimited, Utah Chapter  
 The Trust for Public Lands  
 Utah Archaeological Society  
 Utah Audubon Society  
 Utah Cattlemen's Association  
 Utah Farm Bureau  
 Utah Geological Association  
 Utah Mining Association

Utah Nature Study Society  
 Utah Power & Light  
 Utah Rivers Council  
 Utah Sportsmen Association  
 Utah Wildlife & Outdoor Recreation Federation  
 Utah Wool Growers= Association  
 Weber County Trails  
 Western History Association  
 Wilderness Society of America  
 Wildlife Society  
 Womens= Conservation Council of Utah

#### UTAH CONGRESSIONAL DELEGATION

Representative James Hansen  
 Representative Merrill Cook  
 Representative Christopher Cannon  
 Senator Orrin Hatch  
 Senator Robert Bennett

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 Private Land Inholders

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